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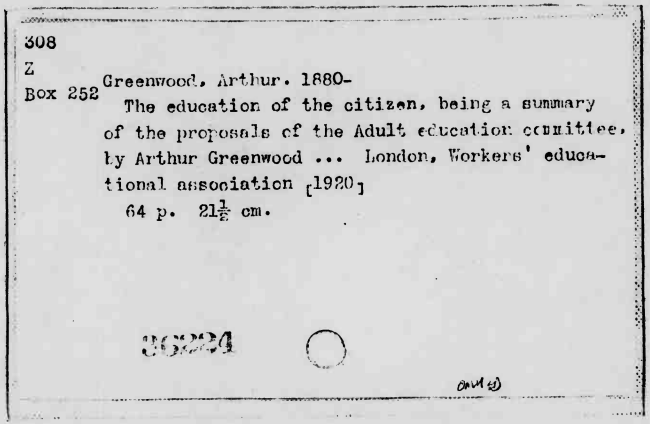
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The education of the citizen, being a summary of the proposals of the Adult education committee, by Arthur Greenwood ... London, Workers' educational association [1920]
64 p. 21½ cm.

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TECHNICAL MICROFORM DATA

FILM SIZE: 35mm REDUCTION RATIO: 10:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 5-8-97 INITIALS: AB

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THE EDUCATION OF THE CITIZEN

BEING

A Summary of the Proposals of the Adult Education Committee

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BY

ARTHUR GREENWOOD

Vice-President of the Workers' Educational Association, and Joint Secretary of the Adult Education Committee of the Ministry of Reconstruction.

Price : SIXPENCE.

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WORKERS' EDUCATIONAL ASSOCIATION
16, HARPER ST., THEOBALD'S RD., LONDON, W.C.1

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Anonymous Gift
1.7.27

Jan 29, 1930 DA/Ed

PREFACE.

Government Reports are not usually read, except by relatively few people. As the Adult Education Committee itself points out, their very appearance is against them, and the likelihood of "blue books" being read is rendered even more remote when they are long documents.

Yet it is important that official Reports should be considered by all who take an interest in public affairs. In spite of their forbidding exteriors, all "blue books" are not the dry and uninteresting documents which their appearance would lead one to suppose. But however that may be, the deliberations of official Committees ought to be brought in some form before the citizens of the country.

This booklet is an attempt to present in an abbreviated form the conclusions reached by the Adult Education Committee of the Ministry of Reconstruction in their Final Report. It is hoped that it will bring before a wide public the far-reaching proposals made by the Committee, and secondly, that it will encourage the study of the Final Report itself.

ARTHUR GREENWOOD.

New Year's Day, 1920.

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PART I.

A GENERAL REVIEW.

CHAPTER I.

INTRODUCTION.

I.

This booklet is about the education of the citizen.

It is not about the education of young people who are the future citizens of the country. We shall deal with the education of people who are grown up, and who have taken upon themselves the responsibilities inseparable from manhood and womanhood.

Such educational work had been carried on with vigour before the war, but no attempt had ever been made to survey the field of adult education, and take stock of the position as a preliminary to a policy of further development. The need for an enquiry, however, was strongly felt in the midst of the Great War, when the old world appeared to be irrevocably destroyed, and when men's minds were shaping a new world.

The Reconstruction Committee appointed by Mr. Lloyd George (in succession to the Cabinet Committee on Reconstruction set up by Mr. Asquith, which had considered the general problem of educational reconstruction) decided to establish a Sub-Committee to explore the possibilities of adult education.

This Sub-Committee, within a short time, became a Committee of the Ministry of Reconstruction. Its chairman was the Master of Balliol, and its members included men and women familiar with various aspects of adult education, and with the needs of adult students. Though the Committee contained no official representatives of organisations, its members included some who were actively interested in the Workers' Educational Association, the Labour College, the Co-operative Movement, the Adult School Movement and the

Y.M.C.A. Two of the members were employers of labour and four were Trade Union officials. There was a strong representation of academic experience, and two members were associated with local educational administration and the National Union of Teachers respectively.

The terms of reference of the Committee were:—

To consider the provision for and possibilities of adult education (other than technical or vocational) in Great Britain, and to make recommendations.

II.

THE WORK OF THE ADULT EDUCATION COMMITTEE.

FIRST REPORT.

At the outset, the Committee was faced with the obstacles imposed by INDUSTRIAL AND SOCIAL CONDITIONS upon those who were desirous of fitting themselves for the responsibilities of citizenship, or of satisfying their personal needs for knowledge and of finding opportunities of self-expression. The Committee, therefore, decided to address itself, in the first place, to laying down the indispensable industrial and social reforms which seemed to be necessary in the interests of adult education. This formed the subject of its first report. (Cd. 9107. Price 3d.)

SECOND REPORT.

Owing to the new possibilities which offered themselves as a result of the enlistment of young men in the Army, the Committee decided to give special consideration to the question of their education, and prepared a Second Interim Report dealing with EDUCATION IN THE ARMY. (Cd. 9225. Price 2d.) Many of the Committee's recommendations have been put into operation. Further proposals on this subject will be found in the Final Report.

THIRD REPORT.

During its deliberations, the Committee found it necessary to examine the place of LIBRARIES AND MUSEUMS in the scheme

of adult education. Dr. Addison (Minister of Reconstruction) requested the Committee to take a wider view of the question of libraries and museums, and to present a Report on the general aspects of this problem. The Third Report of the Committee was therefore devoted to libraries and museums. (Cd. 9237. Price 3d.)

FINAL REPORT.

The consideration of the main questions arising in connection with adult education forms the subject matter of the Fourth, and final, Report of the Committee.

It is with the recommendations of its last Report that we are more especially concerned.

But the earlier reports should not be neglected, and the reader is urged to acquaint himself with the proposals made by the Committee on the subjects dealt with in these documents, particularly the first and third Reports.

III.

THE FINAL REPORT OF THE ADULT EDUCATION COMMITTEE.

THE GENERAL PLAN OF THE REPORT.

Those who are desirous of becoming intimately acquainted with the problems and possibilities of adult education must be referred to the Final Report itself, and in order to assist those who wish to consult the document, it may be helpful to explain its general plan.

(*a*) *The Survey.*

It was originally intended to include in the body of the Report itself, a survey of adult education, but this proved to be impracticable. It is desirable, however, that those who study the Report should read through Appendix I., after they have read Chapter I. of the Report, which contains a brief history of adult education since 1800. This Appendix contains a general survey of adult education and is divided into three parts. The first part deals

with adult education in Great Britain, and outlines the activities of universities, Local Education Authorities and voluntary associations, so far as they fall within the sphere of the Committee's terms of reference. In addition, there are memoranda on special aspects of adult education, and on special areas where the work is carried on. A section is devoted to women and adult education, and a further section to adult education in rural districts. This part of the Survey includes also sections on adult education in Wales, Scotland, North Staffs, Yorkshire and Kent. Part II. of Appendix I. is devoted to war-time developments, and Part III. to a brief sketch of adult education abroad.

(*b*) *Analysis of the Survey.*

After a consideration of the material in Appendix I., the reader should proceed to Chapters II., III. and IV., which are based upon the Survey, and deal with the demand for higher education among adults, the relation of adult education to other movements and organisations, standards and methods in adult education, the lessons of past experience and the defects of adult education.

(*c*) *Constructive Proposals.*

The remainder of the Report deals with constructive proposals. In the first place, attention is given *to the importance of a wide range of subjects.* (Chapter IV., Part III.). The Report then proceeds to make recommendations under four headings :—

The Universities (Chap. V.).
Local Authorities (Chap. VI.).
Voluntary Organisations (Chap. VII.).
The State (Chap. VIII.).

The suggestions made in these chapters will necessitate an increased *supply of teachers*, and Chapter IX. is therefore devoted to this question. *The development of rural education* seemed to present special problems, and this topic is dealt with in Chapter X. The Committee felt that the relation between *technical education and humane studies* should be treated in the Report, and Chapter XI. contains the views of the Committee on the general question of technical education, its place in modern industry, its defects and its possibilities. One of the most complex and fundamental questions, and one which is touched upon in other chapters of the Report, receives special notice in a separate chapter on *the organisation and finance of adult education.* The final chapter of the Report summarises the conclusions and recommendations of the Committee.

Four Appendices (II. to V.) contain extracts from the Reports of other official Committees bearing upon adult education.

CHAPTER II.

I.

THE DEVELOPMENT OF ADULT EDUCATION.

During the last hundred years adult education has passed through various phases reflecting the temper and interests of the times, and drawing its inspiration from many sources, "from churches and chapels, from the achievements of physical science, from the development of cheap literature and of a popular press, from Co-operation and Trade Unionism from Chartism and more recent political developments." (*p.* 9.)*

The nineteenth century is strewn with experiments which, whatever their ultimate end, at any rate show that those who are touched by the idealism of great movements feel the need of education to clarify their minds and increase their usefulness. They show that, in spite of a defective system of education, there were to be found men and women with a thirst for knowledge. They show that there were also men and women keenly anxious to assist others to gain education for themselves.

It is true that much of the work carried on during the nineteenth century did not long survive; but it nevertheless went to swell the volume of experience which contributed to the great development of adult education beginning about the end of the century.

The Adult School Movement, the Co-operative Movement, and the University Extension Movement—to mention but three of the chief agencies—had succeeded in establishing a tradition of adult education. A generation of public elementary education, the extension of the franchise to the workers, the growth of trade unionism and the development of new political aspirations in the world of Labour, generated

*These and other quotations are taken from the Final Report of the Adult Education Committee. The references are to pages of this Report.

a new interest in education at a time when educational reform was in the air. Conditions were much more favourable to the growth of adult education towards the close of last century than they were at any previous time, and during the years prior to the Great War there was in the aggregate a considerable amount of activity in the sphere of adult education.

The movements mentioned above, and institutions such as the Working Men's Colleges were reinforced by new movements and institutions. The Workers' Educational Association, Ruskin College and the Labour College, and the new non-residential "settlements" are the products of the years before the war. They are the expression of the new educational needs. They owe much to the older established movements, and the latter have gained by their activities.

During the period of the War, there was a remarkable expansion of the field of adult education, and organisations not primarily educational in their aims, began to find in education a new method of service. The Y.M.C.A. is an outstanding example.

On the surface, it would seem that there is little in common between the various movements which are concerned with adult education. The motives and circumstances to which they owe their origin are various. Yet there is far more cohesion amongst them than would at first sight appear. Referring to voluntary organisations, the Committee say that

> "the sum total of their activities before the war was considerable, though incalculable. They formed not so much a series of independent bodies as a closely related movement, with many sides and different methods, but with a common purpose. Each drew strength from the others, even where their methods were apparently conflicting. There were many 'liaison officers' knitting one organisation with another. Members of the Education Committees of Co-operative Societies were to be found as active workers in adult schools, whose members in turn were often met in the local branch of the Workers' Educational Association, which perhaps held a class or a series of lectures in a Working Men's Club or a Trades Hall. A member of the W.E.A. might become a member of a class held under the auspices of the Labour College or vice versa. The association of these movements with institutions such as Ruskin College, Fircroft, and the non-residential 'Settlements' was very close. There were many points of contact between the primarily educational organisations and political and propagandist bodies and religious organisations. The accumulated experience of the latter has, to a considerable degree influenced the programme and policies of the former, and educational movements drew most of their keenest supporters from the ranks of other organisations." (*p.* 210.)

It is not intended to suggest that there is a closely co-ordinated system of adult education, or that the movement is one which directly touches the lives of the majority of men and women. What is suggested is that adult education has succeeded in making a permanent place for itself, that a growing number of people are coming under the influence of educational movements, that these movements are interwoven with other forms of social organisation, and with the organised life of the community, and that they are inspired by a common aim.

II.

THE PURPOSE OF ADULT EDUCATION

"The fact that throughout almost the whole nineteenth century," say the Committee, "constant efforts have been made to build up a system of higher education suited to the needs of adult men and women, suggests that they are not the outcome of a merely evanescent interest or fashion, but are founded on permanent needs, which, when disappointed in one direction, seek satisfaction in another." (*p.* 9.)

These permanent needs are not easily analysed and separated from each other.

"Those who take up study," the Report informs us "include a certain number of born scholars or investigators, whose true vocation, if their previous opportunities had enabled them to realise it, is some branch of literary or scientific work. There is the man who, in his leisure time, used local records to trace the history and growth of his own village or town, and who finds in history the satisfaction of an appetite already strong within him. There is the man who turns to biology because, as an amateur naturalist, he has done elementary biological work. There is the mathematician, with a natural taste for statistical inquiries, or the man with a strong feeling for some kind of art. Such cases are commoner than is usually supposed: there is a wealth of capacity which, owing to the inaccessibility of higher education, finds little expression in youth, and which turns eagerly to the opportunity of cultivation offered by classes for adults." (*p.* 56.)

But there is another motive, which is primarily social—"the belief that a wider diffusion of knowledge will be a power working for the progress of society." The ideal is "less individual success or even personal culture than personal culture as a means to social improvement." (*p.* 56.) There can be no doubt that, in the view of many people, "what makes it worth while to study continuously in the face of . . difficulties . . . . to seek humane education, which cannot add to their wage-earning capacity, rather than technical instruction which can, to labour to arouse interest in it among their fellows, and to support movements which have the promotion of such education as their primary object" (*pp.* 56-7) is not so much the development of the intellectual powers of individual students, as the desire "to lay the foundations of more intelligent citizenship and of a better social order." (*p.* 57.)

The twin motives of non-vocational adult education were brought out by the Committee in its First Report:—

"The motive which impels men and women to seek education is partly the wish for fuller personal development. It arises from the desire for knowledge, for self-expression, for the satisfaction of intellectual, æsthetic and spiritual needs, and for a fuller life. It is based upon a claim for the recognition of human personality . . .

"The motive is also partly social. Indeed, so far as the workers are concerned, it is, we think, this social purpose which principally inspires the desire for education. They demand opportunities for education in the hope that the power which it brings will enable them **to understand and help in the solution of the common problems of human society.** In many cases, therefore, their efforts to obtain education are specifically directed towards rendering themselves better fitted for the responsibilities of membership in political, social, and industrial organisations." (First Report, *p.* 3.)

Before we proceed further, it is necessary to emphasise the fact that "the development of education among children and adolescents, so far from superseding the need for educational opportunities for adults, will lend additional emphasis to it. As the Committee pointed out in their First Report,

"Those questions in which more mature minds are particularly interested have little meaning for young people, and can be grasped only after experience of the world. This experience school pupils do not possess, and school training however advanced, and however wide in its outlook, though an invaluable preparation, is not in any sense a substitute for it. In any case, education is a continuing process, differing in its forms and methods with the age and experience of students, but expressing a permanent human need. **Facilities for adult education must, therefore, be regarded as permanently essential, whatever developments there may be in the education of children and adolescents."** (First Report, *p.* 4.)

In his covering letter to the Final Report of the Adult Education Committee, the Master of Balliol sets forth certain propositions on which the conclusions of the Committee were based. Two of these propositions may be quoted here. They are

"That adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing

which concerns only a short span of early manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong.

"That the opportunity for adult education should be spread uniformly and systematically over the whole community in its own interest, and as a chief part of its duty to its individual members, and therefore every encouragement and assistance should be given to voluntary organisations, so that their work, now necessarily sporadic and disconnected, may be developed, and find its proper place in the national educational system. (*p.* 5).

We may summarise the conclusions of the Committee regarding the purpose of, and need for, adult education as follows :—

(1) ADULT EDUCATION IS FOUNDED ON PERMANENT NEEDS.

(2) THESE NEEDS ARE NOT MET BY THE DEVELOPMENT OF THE EDUCATION OF CHILDREN AND ADOLESCENTS.

(3) THE NEED FOR ADULT EDUCATION ARISES FROM

(a) THE DESIRE FOR KNOWLEDGE AND PERSONAL DEVELOPMENT;

(b) THE DESIRE TO LAY THE FOUNDATIONS OF MORE INTELLIGENT CITIZENSHIP, AND OF A BETTER SOCIAL ORDER.

(4) THERE SHOULD THEREFORE BE AMPLE OPPORTUNITIES IN THE COMMUNITY FOR ADULT EDUCATION.

III.

THE CHARACTER AND PRINCIPLES OF ADULT EDUCATION.

"The capacity for progressive education among men and women of mature years—their 'educability'—is at once more common and more lasting than is often supposed. It is sometimes suggested that the differences in intellectual

equipment between the man or woman who has left school at fourteen for full-time employment in industry, and the student who passes from a secondary school to a university are so fundamental, that the former can never take up, except as a recreation, studies of the same kind as are carried on by the latter." (*p.* 77.) Now, whilst it would be a grievous error to under-estimate the value of secondary education—indeed, it is important that secondary education should be widely extended—yet experience has shown that men and women whose school life has been cut short at an early age, may become serious students later in life.

There is more than one explanation of this. In the first place, education, in the broad sense, continues in industrial life and in the association of people for common ends. In the second place, experience of life provides a rich background for which secondary education is not a substitute. Thirdly, "mental growth, and therefore, the capacity for education, persists to a point in life which, while it varies, no doubt, with the characters and circumstances of different individuals, is subsequent to the end of even the longest period of formal education." (*p.* 77.)

It is for these reasons that, as suggested in an earlier section, adult education is a permanent human need. It is not rendered necessary because of defective and interrupted education earlier in life, but rather because elementary and secondary education cannot satisfy needs which begin to be felt after school days are past, and arise from the experience which comes only with maturity.

Adult education differs from other aspects of education because of the greater sense of responsibility of the students, the motives which lie behind their desire for education, and the peculiar contribution which they bring to their studies—a contribution which is the result of experience. In the case of young people, their education is necessarily controlled by others; in the case of technical education, the choice of subject and method of treatment are largely determined by the immediate end in view.

But where adults are concerned, we are dealing with a different set of circumstances. Experience has already shown that **non-vocational adult education must be conducted in an atmosphere of co-operation, and with a large measure of "self-determination" on the part of the students. An adult class must, in other words, be a self-governing community.** The tutor must be a man (or a woman) acceptable to the students. The course of study must be decided after full consultation between the class and the tutor. The day, hour, place of meeting must be determined in accordance with the desires of the class.

Discussion and the interchange of experience must play a prominent part in the class meeting, for it is only in this way that each student can make his contribution to the common stock, and that one point of view can be corrected by another. Freedom of teaching and freedom of discussion are fundamental in adult education.

It has already been pointed out that there is a strong social motive behind the demand for adult education. Many students seek education for the light which further knowledge may throw upon the complex and baffling problems of society. Such students are searching for the means of obtaining a closer insight into the controversial questions of practical life. In some quarters discussions on controversial issues are regarded with deep suspicion, and may even be forbidden. But, as the Report points out, "most of the subjects of political social and industrial interest are highly controversial; the very fact that there are conflicts of view upon the problems of social life and organisation, so far from being a justification for the exclusion of controversial questions, is a strong reason for study and the fullest discussion." (p. 113.) **In the realm of adult education, controversial studies cannot be ruled out, for their exclusion would cut the heart out of the social impulse which has been so largely responsible for the growing demand for adult education.** Indeed, it is desirable that vexed questions of social policy should be studied and freely discussed in an atmosphere of mutual confidence and tolerance, and not left to the chatter of the market place.

It may, however, be argued that a group of students or a tutor may give a "colour" or "atmosphere" to a class, and that such "education" ought not to be encouraged. The Adult Education Committee, however, records the view that **"the basis of discrimination between education and propaganda is not the particular opinions held by the teachers or the students, but the intellectual competence and quality of the former and the seriousness and continuity of study of the latter."** (*p.* 118).

All serious educational work should be encouraged. "This course," say the Committee, "is undoubtedly in the best interests of the community, for an enlightened public opinion is most likely to emerge from encouraging every type of student to think out and state his position. Truth is many-sided, and out of study and discussion of controversial problems from many different points of view, the truth will probably emerge. Moreover, we would point out that education is its own safeguard. The cure for the prejudices of partial knowledge and one-sided thought is more knowledge and thought. In actual fact, most adults start with some fairly definite point of view, and find in that a motive for study; experience has shown that it is not a bad thing, but a good thing to appeal to that motive. It is, we suggest, a sound educational principle to utilise to the full the interests of students. Finally, we would point out that the practical evil to-day is not too much study by students with a sectarian bias, but too little study of any kind. The real danger to the national welfare is not from students pursuing their studies animated with a particular view of things, but rather from the larger number of those who pursue no intellectual interests, and have made no efforts to equip themselves for the duties of citizenship, and the organised activities of the community." (*p.* 119).

To sum up this section:

(1) ADULT EDUCATION DIFFERS FROM OTHER ASPECTS OF EDUCATION BECAUSE OF THE GREATER SENSE OF RESPONSIBILITY OF THE STUDENTS, THE MOTIVES WHICH LIE

BEHIND THEIR DESIRE FOR EDUCATION, AND THE PECULIAR CONTRIBUTION WHICH THEY BRING TO THEIR STUDIES—A CONTRIBUTION WHICH IS THE RESULT OF EXPERIENCE.

(2) THE ADULT CLASS MUST ENJOY A LARGE MEASURE OF SELF-GOVERNMENT.

(3) ADULT EDUCATION MUST BE BASED UPON FREEDOM OF EXPRESSION AND DISCUSSION.

(4) CONTROVERSIAL SUBJECTS CANNOT BE EXCLUDED FROM ADULT EDUCATION, AS THE DESIRE FOR KNOWLEDGE UPON THEM IS THE MAINSPRING OF THE DEMAND MADE BY MANY PEOPLE FOR FACILITIES TO STUDY, AND IT IS IN THE BEST INTERESTS OF THE COMMUNITY TO ENCOURAGE EVERY TYPE OF STUDENT TO THINK OUT AND STATE HIS POSITION.

CHAPTER III.

I.

TYPES OF ADULT EDUCATION.

If we adopt an elastic interpretation of the term "education," there is a very large volume of educational activity amongst adults, carried on by a number of organisations and agencies, and under a variety of conditions.

The Committee defined "education" in the following words: "*By education we mean all the deliberate efforts by which men and women attempt to satisfy their thirst for knowledge, to equip themselves for their responsibilities as citizens and members of society, or to find opportunities for self-expression.*" (*p.* 34.)

This broad definition includes not only organised and systematic educational work, but less organised and less systematic activities such as "the activities of musical societies, the meetings of mutual improvement societies, or the presentation of good plays" (p. 34). It is clearly impossible to present an adequate summary of these varied forms of education, but it will be advantageous to classify the main types of work.

(1) UNIVERSITY TUTORIAL CLASSES.

A University Tutorial Class is a body of men and women, not exceeding 32 in number, which meets for three successive years, usually in the winter, and holds in each year 24 meetings of two hours each. Tutorial classes aim at a high standard of continuous study, and demand serious reading and regular written work from the students.

The course of study is a matter for discussion between the students and the tutor in co-operation. A tutor acceptable to the class is appointed by the University Joint Committee which also provides a library of books bearing on the subject of study. The detailed arrangements of a tutorial class are in the hands of the students themselves.

The central administration of the tutorial classes conducted by each University is in the hands of a University Joint Committee, acting as the supervising body under the Board of Education Regulations for Tutorial Classes.

"The constitution of these committees is democratic in character, and follows the lines laid down in the Report on 'Oxford and Working-class Education,' issued in 1908, which made the following suggestions—

"That the Committee consist of not less than five, nor more than seven, representatives of the University . . . and an equal number of representatives of working-class institutions and organisations, appointed through the Workers' Educational Association." (*p.* 198.)

This is now the normal composition of joint committees in England and Wales. These bodies appoint the tutors for the various classes, taking into account the expressed needs of the students, and provide supplies of books for the classes. They also arrange summer schools for tutorial class students.

"In England and Wales the financial cost of tutorial classes, except expenses which are purely local in their incidence, is borne by the University Joint Committees. The chief items of expenditure are tutors' salaries and travelling expenses, cost of books for class libraries and the cost of administration. This expenditure is met from three main sources: (1) contributions from universities and colleges: (2) grants from the Board of Education: (3) grants from Local Education Authorities." (*p.* 197.) In Scotland, the cost of the classes has been met by the School Boards, as the bodies financially responsible.

(2) One-Year Classes.

The one-year class is a type of adult education less easy to define than the university tutorial class. The Committee defines one year classes as follows:—

"By one-year classes, we mean the classes arranged for a session's work and usually meeting 20 to 24 times. These classes may or may not be conducted under the auspices of a Local Education Authority, and they may or may not be

in receipt of Government grants. They therefore take several forms; but the common feature of the 'one year class' is that it meets during a single session for continuous study under a teacher." (*p.* 68 *footnote.*)

Occasionally, one-year classes have been conducted by University Joint Committees. They are also the normal method of providing non-vocational classes on the part of Local Education Authorities. One-year classes are often arranged by the latter at the suggestion of an organisation such as the W.E.A., which has brought together a body of students desiring educational facilities. In other cases, classes of this kind may be conducted under the auspices of voluntary bodies. Sometimes one year classes receive either rate or State aid, or both; at other times they are taught by voluntary teachers, when the expenses are small and they may be conducted without financial assistance from public sources.

Where circumstances are favourable, the writing of essays by the students may be an integral part of the work of a class; often, however, no written work is required. It may happen that a one-year class is provided with books; on the other hand, it is often the case that there is no class library.

Not infrequently a one-year class re-assembles with practically the same *personnel* for a second or third winter. Where the course of study has continuity, and a feature is made of written work, we get something approximating to a tutorial class. Many one-year classes, however, are informal in character, and more nearly resemble "study circles."

It is clear, therefore, that the term "one-year class" covers a variety of types of educational work. This elasticity is both a source of weakness and a source of strength; but the one-year class is an extremely important instrument of adult education, and not the least advantage of it is its adaptability to different sets of circumstances.

(3) Study Circles

Study circles are small groups of people meeting more or less regularly for common study and discussion for a period which

may be a few weeks or a few months. Sometimes the circle has a regular leader ; sometimes the work of a leader is taken in turns by members of the circle. Generally speaking, the study circle is of an informal character, and may meet round the fireside of a member of the group.

Whilst study circles rarely reach a high level of sustained study, they are a valuable introduction to more systematic study and discussion, and they are easily brought into existence.

(4) Courses of Lectures.

The public lecture is a means of stimulating intellectual interests, and often provides an opportunity of hearing scholars who have made a special study of particular subjects. A single lecture is not without value, but a co-ordinated course of lectures is obviously of much greater value, and where the course is given by one lecturer, it gains in continuity and cohesion, and through the influence of the personality of the lecturer.

University Extension Lecture Courses are provided by universities (principally by Cambridge, London and Oxford Universities) in various local centres, the necessary expenses (except for central administration) being met by the local centres. In most cases the lecture is preceded or followed by a class, when those attending the lectures may meet to discuss in more detail questions arising out of the lectures. Essays are set, and to assist students a supply of books is provided for each centre.

Courses of lectures are a common feature of the activities of branches of the Workers' Educational Association, of adult schools, co-operative education committees, and of many localised bodies, such as literary and philosophical societies.

(5) Summer Schools and Meetings.

Under the auspices of various University Joint Committees, **summer schools** for tutorial class students are held in the long vacation. Students attend for a week or longer, and continue their studies undisturbed by the distraction of wage-earning employment. Not the least important influence of the summer school is its corporate or collegiate spirit. Students pay only

for board and lodgings, tuition being provided. There are scholarships to assist students. The expenses of the schools are chiefly met by university contributions, grants from Local Education Authorities and grants from the Board of Education.

The University Extension Movement has, for many years, held **summer meetings** alternately at Oxford and Cambridge. These meetings are attended by large numbers of extension students. They differ from the summer schools referred to above. In the first place, they are attended by larger numbers and in the second place, the programme of the summer meetings is extensive, rather than intensive, in character. The tutorial class summer schools, on the other hand, are concerned with intensive study, and the number of students who can be accepted is limited.

There are also summer schools and meetings held under non-university auspices, and arranged by collegiate or semi-collegiate institutions (*e.g.*, Ruskin College, Woodbrooke Settlement), or by organisations (*e.g.*, the Co-operative Movement). They may approximate either to the summer schools outlined above, or to the university extension summer meetings.

Week-end Lecture Schools are a prominent feature of the educational work of the adult school and co-operative movements, though other organisations have discovered the value of this type of effort.

(6) Localised Societies.

Literary and philosophical societies, scientific societies musical and dramatic societies, naturalists' societies and field clubs, are to be found scattered up and down the country. Many of them provide opportunities for developing a continuous interest in literature, science, music and so forth. It is true that often their activities are discontinuous, yet it cannot be doubted that in the aggregate they are responsible for a considerable amount of real educational effort. It is probably true that, in the majority of cases, these societies are primarily recreational, but this does not deprive them of educational stimulus and value.

II.

EDUCATIONAL AGENCIES.

The foregoing outline of the various types of educational activity is the merest summary, but it will serve to show the variety of forms which adult education takes. It will, perhaps, be of some assistance to the reader to regard the field of adult educational activity from the point of view of the various agencies taking part in it.

(a) The Universities.

In varying degrees the universities are engaged in the work of *university tutorial classes, university extension lectures, and summer schools and meetings.* As regards tutorial classes and summer schools, the universities and university colleges co-operate with the W.E.A.

(b) Colleges and other Similar Institutions.

The *working men's colleges* (*e.g.*, Morley College and the Working Men's College, London, provide facilities for non-vocational studies for non-residential students. *Ruskin College* and the *Labour College* are residential institutions, drawing their students from the trade union movement. Ruskin College also obtains students from the co-operative movement. Many of the *settlements* undertake educational work; the newer, non-residential settlements (*e.g.*, Beechcroft) are primarily educational in their aim. Tutorial classes, one-year classes, study circles and courses of lectures, are held at these institutions, which are developing into collegiate institutions of a new type.

(c) Local Education Authorities.

Local Education Authorities have not in the past, with certain exceptions, played a prominent part in the provision of facilities for non-vocational adult education. The Committee summarises its conclusions as regards their activities as follows: "In England and Wales by far the greater proportion of the provision made by Local Authorities for further education is primarily vocational in character. In Scotland, we are assured that the dominant motive is utilitarian; in the urban areas of South Wales, we are told that the evening classes have almost all a vocational bias. Non-vocational students, though free to attend, have not done so, speaking generally, in any large numbers" (*p.* 206).

The Committee state that "probably the most important phase of education carried on by Local Authorities is the work of the municipal schools of art," as, though the training may have a vocational object, it is "inevitably humanistic in character, and has a high cultural value" (*p.* 206). Reference is made in Appendix I. of the Report to the non-vocational institutes of the London County Council.

"Local Authorities also provide classes to meet the needs of groups of students organised by voluntary bodies" (*p.* 209), and many authorities regularly make grants to university tutorial classes and extension lectures. "Most Local Authorities will willingly provide accommodation for a class arranged by and conducted under the auspices of a voluntary body" (*p.* 209). The W.E.A., for example, has received considerable help in these ways.

(d) Voluntary Organisations.

It would be difficult to over-estimate the importance of voluntary bodies in the sphere of adult education. Voluntary associations are of two kinds—first, those whose only object is education and, secondly, those directed in the first instance to other ends, yet which make education a more or less important side of their activities. The Workers' Educational Association is an example of the first. In the second group are to be found bodies, some of which are actively engaged in educational work, though they have another purpose. The Co-operative Movement which exists to propagate the theory of co-operation, and to put it as far as possible into practice, has its educational side and its educational organisation. The Adult School Movement and the Y.M.C.A. are both religious in conception, but the former has for long carried on systematic education, whilst, during the war, educational work developed considerably in the Y.M.C.A.

III.

THE DEFECTS OF ADULT EDUCATION.

The chief defects and weaknesses of adult education are of two main kinds—those springing from the environment and conditions in which it is carried on, and those due to its methods and organisation.

The former raise industrial and social questions, which the Committee dealt with in their First Interim Report. All that the Committee do in the Final Report, therefore, is to record their conviction that **"there is a wealth of intellectual capacity among our people which only awaits the removal of the pressure of evil social conditions, to find expression."** (*p.* 82).

The second group of defects is summarised by the Committee as follows:

> **"All forms of adult education suffer from the difficulty of procuring books, and from the failure to make full use of the possibilities of individual tuition,** though more has been done in that direction in the university tutorial classes, than elsewhere. **All are hampered by the difficulty of procuring teachers in sufficient numbers with sufficient leisure.** The result is that too much of the work done in most departments of adult education, though valuable to those concerned, is not as valuable as it might be. **It is still too haphazard in design, too intermittent in execution, too prone to live on its abundant capital of energy and enthusiasm, and to improvise solutions to difficulties as they arise, instead of seeking to think out a solution of the problem as a whole."** (*p.* 82).

Another weakness to which attention is drawn is the "comparatively **narrow range of subjects** followed in most forms of adult education," (*p.* 82) though, as the Committee point out, "its limitations must not . . . be exaggerated."

The deficiencies of adult education are, in the words of the Committee "natural in the opening stages of any educational movement." FUNDAMENTALLY, THE WEAKNESSES OF ADULT EDUCATION ARISE FROM THE FACT THAT THE EDUCATIONAL RESOURCES OF THE NATION HAVE NOT YET BEEN FULLY UTILISED. The chief educational agencies of the country have not given adequate attention to the education of adults. Most of the existing defects, say the Committee, "could be removed by more careful organisation and more generous expenditure."

PART II.

CONSTRUCTIVE PROPOSALS

CHAPTER IV.

I.

THE IMPORTANCE OF A WIDE RANGE OF SUBJECTS.

We may now turn to the proposals made by the Committee with a view of giving adult education its rightful place as an integral part of the national system of education.

The success which adult education has so far attained has been in a large measure due to the fact that those engaged upon it have sought to meet the expressed needs of the students. Amongst grown-up people there must be a great variety of interests. In the past, there has certainly been a preponderance of certain types of study. Broadly speaking, it is true to say that history, political science, and economics have been the most attractive subjects to serious students; though literature, natural science and music are now beginning to play a larger part in tutorial and other classes, than was previously the case. The Committee expressed the view that "there is abundant evidence that facilities for study of a more diversified kind than at present exist would meet with an immediate response, both among existing students, and among others who have not yet been enlisted in the movement. **The scope of adult education should be as wide as the interests of the men and women to whom it makes its appeal."** (*p.* 83.)

It is clear that the provision of classes in subjects connected with politics and industry has not yet nearly reached "saturation point"; but that is no reason for neglecting to satisfy the needs of those whose interests lie principally in other directions. There ought, for example, to be far wider

opportunities for **the study of natural science** among adult students, not in order to train scientists, but to encourage "a wider diffusion of scientific knowledge, and still more of the scientific habit of mind." (*p.* 83.) It is sometimes urged, however, that lack of a knowledge of mathematics is an insuperable barrier to serious scientific study. An experienced teacher of science, however, informed the Committee "that it is perfectly possible to start with adult students innocent of the very rudiments of science and mathematics, and within the three years of the tutorial class (and probably in a much shorter and less severe course) to give them some appreciation of the most abstruse and mathematical science, including advanced chemistry and the fundamental theories of physics." (*p.* 84.) What is needed, if people of a scientific turn of mind are to be given opportunities of undertaking serious studies is, in the opinion of the Committee "that the scientific departments of our universities should regard educational work among extra-mural students as a normal part of their duties, as the Arts department are increasingly doing, and should be staffed to admit of their undertaking it." (*p.* 85.)

Similarly, it is desirable that adults should be given wider opportunities of studying **modern languages.** As the Committee on Modern Languages rightly pointed out "the war has made this people conscious of its ignorance of foreign countries and their peoples. A democratic government requires instructed people, and for the first time, this people is desirous of instruction." In the view of the Adult Education Committee, the study of modern languages is "*an aid to the exercise of the duties of citizenship.* At the same time, they are *an important instrument of personal culture,* providing a training which develops the higher faculties, the imagination, an appreciation of beauty, a sense of balance and proportion, and new power of expression." (*p.* 85.)

It will be freely admitted that adult education, which has been influenced largely by the literary tradition of the older universities, has not been altogether free from the fault of

intellectualism. It is unfortunate that English education generally, until recently, at any rate, has made such little use of the widely spread taste for different forms of artistic expression. "Unless education is to be sterile, it must draw its material from the natural impulses of common life, including its labour and its recreations. Unless life is to be brutal, it must be touched by the spirit which finds expression in education. The natural bridge between the discipline of the mind and practical activities is to be found in the Arts, which unite thought with emotion and action." (*p.* 86.) The Committee is emphatic that "adult education should be interpreted in such a way as to include the encouragement of **music,** of **literature** and **drama,** and in so far as is possible, of **craftsmanship.**" (*p.* 86.)

The possibilities of music as a subject of adult education are almost infinite. Unfortunately, "we have not yet sufficiently realised the part that music can play, and ought to play, in the intellectual life of the country at large." (*p.* 88.) "Adult education may make a contribution of two main kinds. First, it may encourage as widely as possible, the practice of *choral singing*, and wherever facilities allow, of *ensemble* playing as well. . . . In the second place, classes, and especially discussions can be promoted on matters of *musical taste and appreciation.*" (*p.* 88.)

Literature has already proved to be a popular study amongst adult students. "The primary aim of education in literature, so far as adult students are concerned, should not be the acquisition of information, but *the cultivation of imagination.* . . . What is to be desired is the wide diffusion of taste, of critical faculty, and even of creative power, such as have produced popular poetry in the past, and find expression in the literary festivals of Wales to-day." (*p.* 89.) "Attention should be given," suggests the Committee, "*to the possibilities of dialect literature,* not as a philological curiosity, but because dialect, where it still lives, is the natural speech of emotion, and therefore of poetry and drama. . . . The provincial culture of England, Wales and Scotland, whether it be rural or industrial, is as nourishing a food for poetry as the Irish peasant life portrayed by Synge. If one function of literary

education among adults, as we conceive it, is to open for the individual windows into a wider world, another and not less important is to aid the expression of that popular culture." (*p.* 90.)

The Committee state that "an increasing part will and ought, we think, to be played by the **drama.** *Drama is the form of literature which has the greatest popular possibilities.*" (*p.* 90.)

Experience, both before and during the war, proves that there is a popular taste for good drama, and "few reforms would do more for the reality of education than such a change as would make good dramatic performances as cheap and accessible in Great Britain as they are in some continental towns. Yet, on the whole, this great instrument of education has been, with certain striking exceptions, almost entirely neglected." (*p.* 90.) In order to remedy this state of things, the Committee says "**we should like to see those concerned with educational movements among adults, giving more consideration to the part which dramatic literature might play in it.** (*p.* 9.) Groups might be formed for the reading and discussion of plays, and such groups would naturally lead to the formation of playgoers' clubs, and to experiments in presenting plays by the students themselves.

With regard to **craftsmanship,** we are told that "no effort has been made . . . except upon the smallest scale, to provide for adult men and women opportunities of education which shall be liberal in the sense of aiming at the development of mind and character rather than at professional equipment and which, at the same time, should use as its medium not literary studies, but *creative work.*" (p. 86.) The Committee express the view that "**all concerned with adult education should explore carefully the possibilities of appealing much more widely in the future to the instincts of the craftsman.**" (*p.* 87.)

II.

UNIVERSITIES AND ADULT EDUCATION.

"Universities," to quote the words of the Adult Education Committee, "have done valuable work for adult education

with the expenditure upon it of only a small fraction of their existing resources, and without, in most cases, giving any special consideration to the equipment which would be necessary for the purpose. They must now consider their organisation and resources in the light of the provision which it will be necessary in the future to make for adult education." (p. 93.)

The first necessity is such a recognition by the universities of the importance of adult education as will lead them to make a much **larger financial provision** for it. Though it is clear that the State should make increased contributions to the work of adult education, it is equally important that increased financial provision should be made by the universities themselves.

The Committee, however in pressing for a large addition to the outlay of universities, have something more in mind than that they should devote to it merely the same proportion as in the past of the larger aggregate income which it is to be hoped they will administer in the future. **"The problem is, indeed, one not merely of amounts, but of proportions. What is to be desired is not only an addition to the total sum now spent upon extra-mural education, but a change in the estimate now commonly accepted of its relative importance compared with the other objects to which the resources of the Universities are applied."** (*p.* 95.)

The development of adult education in recent years has prepared the way for a re-interpretation of the meaning of possibilities of university education. The university has been largely conceived as a place of education for those who pass from a secondary school into a full time residence extending over a period of three to four years. "The provision of education for extra-mural students, if undertaken at all, was usually regarded as a side-issue, a subordinate and incidental part of the activities of a university, which might be meritorious as a work of supererogation, but which it was neither obligatory to promote nor culpable to neglect." (*p.* 101) This conception is now gradually being broadened, "for an increasing number of adult men and women are

seeking opportunities for education of a kind such as has hitherto been confined to intra-mural university students." (*p.* 101). The Committee suggest that in the future the universities "must look not only towards the secondary schools, from which they now draw their pupils, but to the world of men and women, who seek education not as a means to entering a profession, but as an aid to the development of personality and a condition of wise and public-spirited citizenship." (*p.* 101).

If the first need is the devotion of a much larger proportion of the financial resources of the universities to adult education, the second is a systematization and enlargement of the university machinery by means of which it is administered. At the present time, the principal organs through which the universities deal with the needs of adult students, are the University Extension Boards, Delegacies or Syndicates, and the Tutorial Classes Joint Committees. The former are concerned with the supply of university extension lecture courses and summer meetings, and the latter with university tutorial classes and summer schools.

Whatever shape may ultimately be given to the machinery of administration of extra-mural adult education, certain detailed changes are essential, *e.g.* "*the arrangement by which, when both the Tutorial Class Committee and the University Extension Board exist in the same university, the former is a sub-committee of the latter, is no longer appropriate, and should be altered.*" (*p.* 97.)

The Tutorial Classes Committees ought not to be treated merely as a part of an organisation which was created for quite a different purpose. "They should be co-ordinate with the University Extension Board (where such Board exists) not subordinate to it. They should receive funds direct from the Universities, and not through the mediation of the Extension Board. When they employ paid officers, such officers should be responsible to them alone, and should not (as hitherto in London) be subject to the control of the University Extension Board." (*p.* 97-8.)

In the second place

"the *Tutorial Classes Committees require the services of a more adequate staff*. At present, only the London and Oxford Committees employ paid secretaries. In the other Universities the work of organising tutorial classes is divided between an officer of the University and the District Secretary of the Workers' Educational Association. Either of these arrangements may work satisfactorily. Except at Oxford, where there is no District Office of the Workers' Educational Association, and where a full-time officer is indispensable, the most satisfactory system is probably that under which a District Secretary of the Association is also a Secretary of the Tutorial Classes Committee. But whichever arrangement is adopted, it is essential that steps should be taken to provide the staff which the organisation of tutorial classes necessary involves. If, as at Oxford and London, the Joint Committee maintains its own office, the office must be provided with a personnel sufficiently large to enable the Organising Secretary to visit the different classes, and to make it unnecessary for him to attend to all detailed work himself. If, as at most other universities, the greater part of the work of organising tutorial classes falls upon the District Office of the Workers' Educational Association, then the University should contribute towards it (as some universities already do) in order to provide for the increased staff which such work imposes. It cannot be too strongly emphasised that the success of tutorial classes depends upon the organising work which is done in establishing and maintaining them to at least as great an extent as upon the work of the actual teacher. Expenditure upon the preliminary work of organisation is educational expenditure in the fullest sense of the words. To starve it is to jeopardise the success of the whole experiment." (*p.* 98.)

But larger changes are necessary to make effective use of University resources.

"At present," say the Committee, "such extra mural education as is done tends to be done, as it were, in separate compartments. . . . No attempt has been made to co-ordinate the different pieces of work, to survey the whole field, or to give adult education a prominent and intelligible place in the general scheme of university activities. Still less have the Universities sought to anticipate the demand, instead of merely waiting until it became so insistent that it could not be neglected. What is needed is not to supersede any of these activities—we think it is a misfortune, indeed, that the older type of university extension work should have virtually disappeared from the majority of universities—but to fit them into a common plan, so that each group of students may find the kind of provision best suited to their needs, and that the interests of adult education may have due weight in determining the future policy of the Universities." (*p.* 98.)

It is for these reasons that the Committee propose **"the establishment at each University of a department of extra-mural adult education,** with an academic head." (*p.* 98.) Such a department would be responsible for the administration of all forms of adult education conducted in connection with the Universities. The nucleus of the department would be the Joint Committees and the University Extension Boards (or Delegacies). *The Committee attach very great importance to the maintenance of the Joint Committee on which the success of the tutorial classes has depended. They urge that "a body composed on similar lines would be advantageous in the case of university extension courses, and we would suggest that University Extension Boards and Delegacies should be re-constituted, so as to secure the representation of non-academic interests."* (*p.* 99.)

The governing authority of the Department should be the Joint Committee and the Extension Board, meeting in joint session. "To this body would be paid all money voted by the University for adult education. It should allocate it between different objects, and should appoint and pay such officers (if any) as it thinks necessary, in order to carry on the work of the Department." (*p.* 99.)

It is suggested that the creation of extra-mural departments would result in a considerable impetus being given to the work which the universities now do in the sphere of adult education. It would enable all types of adult university education to be developed systematically, and it would undoubtedly strengthen the position of adult education within the universities. Equally important, the result would be to strengthen the connection between the universities and the non-academic world. The extra-mural departments which the Committee proposed "would be the eyes and ears of the Universities. They would be concerned, to use a convenient metaphor, with questions of foreign policy. They would report on the needs of new types of students, on the value of novel educational experiments, on the possibility of extending the influence of the Universities into fields which as yet they have not touched" (*pp.* 99-100).

The proposals made above will prepare the way for more far-reaching developments if, as we may expect, the number of tutorial and other classes is largely increased.

> "The time will shortly arrive when those in one area will form the nucleus of something like **a local college of adult students, employing a resident tutor or tutors.** Universities are likely in the future to become increasingly decentralised; already, indeed, the colleges of the University of London are separated from each other by several miles. There is no reason why, as the number of adult students grows, each of the Universities should not become the metropolis of a group of colleges planted in the surrounding towns and affiliated to it. Such adult colleges might well be recognised as part of itself by the university responsible for supplying them with teachers. There might be a regular interchange of staff between them and the parent university. However much the number of universities may be increased, there will always be large parts of the country which are remote from university cities. If they are not to be divorced from the influences for which universities stand, there must be decentralisation. The formation of local colleges out of groups of adult students is a natural growth which supplies part of the machinery through which the decentralisation of university education may be carried out" (*pp.* 101-2).

The developments which the Committee have in mind extend far beyond the provision of more adequate extra-mural facilities. They include **the development of intra-mural education.** Universities should find room, it is suggested, for adult students whom circumstances have prevented from entering a university in their earlier years. The summer school movement requires to be developed and systematised.

> "We should like to see," say the Committee, "the 'summer' schools so extended and arranged as to offer throughout the whole year opportunities of study to men and women who have passed through tutorial classes. We should like to see the universities make a systematic effort to provide education in political science and economics for the municipal civil service, upon whose intelligence and public spirit the quality of life in our great cities increasingly depends, and who, so far as we have been able to discover, have hitherto only in the very rarest cases received a university education. We should like to see them offer special facilities for elementary and other teachers who have already been engaged for some years in their profession, and who are the natural channel through whom the influence of the universities should be diffused among the rising generation. . . . . Whatever the precise method adopted —and more than one method will be required—the advantages to be derived from drawing adult students into closer connection with the university would be inestimable. The universities would be broadened by the presence of a new type of students. The whole community would gain through the presence in all walks of life of men and women who had studied in a university" (*p.* 103).

III.

LOCAL AUTHORITIES AND ADULT EDUCATION.

The Committee is emphatic in its view that **the field of adult education is so large that "the co-operation of Local Education Authorities is a vital need, and non-vocational adult education should be regarded as an integral part of their activities."** (*p.* 108.) In order that there may be the maximum development of facilities for adult education, and to ensure that the problem is viewed as a whole, the Committee recommend that **"each Local Authority should be required to submit a separate scheme or schemes dealing with its provision of facilities for non-technical education.** We deem adult education to be of sufficient importance to warrant separate consideration, and we feel that adequate attention may not be given to this aspect of education if the provision which is made takes its place in a general scheme of continuation education largely concerned with technical studies. *The schemes for adult non-vocational education submitted by a Local Authority to the Board should set forth the provision of facilities for non-vocational studies made by it in its own institutions, whether organised by or established in co-operation with a voluntary body, and, as far as possible, the educational programme of societies or movements carrying on organised and systematic teaching work."* (*p* 108.)

In the next place, it is urged that the practice of many Local Authorities in **aiding Tutorial Classes or Extension Lecture Courses should be widely extended** in the immediate future. Where decentralised University work is developed, it will entail considerable expenditure, and it is suggested that Local Authorities might reasonably be expected to contribute to it. Moreover, it is urged that the elaborate system of scholarships now provided by Local Authorities should be extended to include **"scholarships to summer schools and maintenance grants to enable adults to go into residence at a university for a shorter or longer period."** (*p.* 110.) The Committee also point out that "in view of the development of all forms of education which we may anticipate, Local Authorities will find it necessary to utilise to an increasing extent, and in many different directions, the resources of the Universities," (*p.* 110.) and it is suggested that **Local Authorities might contribute to University funds.** "We cannot but think," say the Committee "that Local Authorities which annually voted, say, **a penny rate,** to the provincial universities with which they were most closely associated would be amply recompensed both directly and indirectly. We would suggest that *where Local Authorities contribute substantial sums in this way to universities, they might earmark a portion of it for extra-mural education, e.g.,* the provision of tutorial classes and extension courses, the maintenance of resident tutors and the provision of summer schools for non-vocational students." (*p.* 110.)

We may anticipate that the establishment of day continuation classes will supersede the need for the existing evening continuation schools, though they may create a need for evening continuation education of a new type. The Committee suggest that the **non-vocational institutes** which have already been established by some authorities **should be multiplied,** and that they should be centres of humanistic study. If, however, they are to be successful, they must **co-operate with voluntary agencies,** and seek to establish a new tradition. "*Social and recreational activities should be a prominent feature, and music, drama, dance and handicrafts should be an integral part of the programme of the institutes. . . Any attempt to standardise and stereotype the organisation and curriculum of non-vocational institutes will be fatal*" (*p.* 110). In the view of the Committee, these institutes will cater more especially for the needs of young adults, *i.e.,* of young men and women between the ages of 18 and about twenty-one.

The Committee emphasise the importance of developing facilities for the study of non-vocational subjects in the Local Colleges foreshadowed by the Board of Education. These Colleges should work in the closest co-operation with the voluntary agencies.

In the previous section a summary is given of the proposals relating to the organisation of university education. In the past, a considerable degree of success has been obtained on one side of extra-mural university work, *i.e.*, tutorial classes, by the appointment of a supervising body, representative of university and non-academic interests, and by leaving local organisation in the hands of the W.E.A. This machinery, it is suggested, should be developed in order to strengthen the work of universities. In the case of non-university adult education, there is no corresponding machinery, and *whilst the Committee consider it essential that Local Authorities should play an increasing part in the work of adult education, they "regard this as possible only if they are brought into direct co-operation with the agencies which have undertaken the organisation and provision of non-vocational education, i.e., with universities and voluntary organisations"* (*p.* 162).

"The great need," say the Committee, "is to set up some machinery which will do for non-university education what Tutorial Classes Joint Committees have done for extra-mural university education." (*p.* 164). These committees, it will be remembered, normally consist as to half, of university representatives, and as to the remaining half, of representatives nominated by the Workers' Educational Association. The suggestion of the Committee is that **Adult Education Joint Committees,** as they call them, should be set up on somewhat similar lines. The Board of Education has emphasised the advantages of co-operation between Local Education Authorities, and expressed the view that "adequate and efficient provision of further education . . . . . may involve or be permitted by the formation of joint bodies performing certain functions in connection with two or more Local Education Authorities." It is suggested that joint bodies of this kind are particularly necessary for the development of non-vocational adult education. *The Committee do not think that the scheme can be applied with any degree of success within the area of a single county borough; "but it would be suitable for a county area, even if the co-operation of other Local Authorities was not forthcoming."* (*p.* 163).

Where two or more Local Education Authorities, or a single county authority, decide to establish an Adult Education Joint Committee, they should be required to co-opt members representing bodies engaged in organising non-vocational classes aided out of public funds, and of universities. The Adult Education Joint Committee "should have power to co-opt upon the Committee representatives of any other bodies who, at a later date, organise classes aided by Local Authorities or the Board of Education. The officers of the Joint Committee should be a Chairman representative of the Local Authorities, a Vice-Chairman representative of the voluntary organising bodies, a Treasurer and two Honorary Secretaries representative of the Local Authorities and the organising Associations. It would be the duty of this body to *receive applications for the provision of classes* of a non-vocational character (other than university tutorial classes). It would also *form a panel of suitable lecturers*, and from this panel appoint the teachers for the classes it provides, taking into consideration the expressed desires of the student group which has made application for a class." (*p.* 164).

"The Adult Education Joint Committee would *receive directly or indirectly State grants*. It might also receive grants from Local Education Authorities, and contributions from the bodies organising classes in accordance with arrangements mutually agreed upon by the Adult Education Joint Committee and the organising bodies. Out of these funds, the Committee would *pay tutors' salaries, travelling expenses of tutors and administration officers, maintain a travelling library, and meet clerical expenses.*" (*pp.* 164-5).

CHAPTER V.

I.

VOLUNTARY ORGANISATIONS AND ADULT EDUCATION.

The success which has attended the various attempts to develop adult education is largely due to voluntary organisations of various kinds, and particularly those established for educational purposes. Voluntary bodies engaged in educational work have made a fundamental contribution to adult education through their insistence upon the formulation of methods in harmony with adult needs. They have striven, to quote the Report of the Committee, "to provide an atmosphere in which a social spirit and co-operation in the search of truth can flourish." (*p.* 113.)

"The development of adult education, however, has not been due only to the method of conducting classes; it is also attributable to the method of organisation. **The influence of voluntary bodies will continue to be needed in order to counteract the sterilising effects inherent in organised education, and to safeguard the freedom of both students and teachers; but effective voluntary associations are also vital to the continuance and progressive development of adult education.** Neither universities nor local authorities can do much more than make provision for education; it is not their function, and they are not equipped, to focus demands and to organise potential students. Unless this work is done with some thoroughness, the educational facilities which are available will not attract those who might take advantage of them, nor will they meet the needs of the students. If humane education is to become as extensive as we would wish, the voluntary educational agencies must play an important part. Indeed, we would go so far as to say that,

broadly speaking, the advance of adult education can proceed only as quickly as these agencies can stimulate, focus and organise the demand for it; and that, *in the last resort, the volume of educational activity is determined, not by the capacity of the Universities and Education Authorities to provide facilities, but by the ability of organising bodies to give shape and substance to the demand.*" (*p.* 113.)

Voluntary organisations, because of their corporate spirit, which is perhaps the most valuable basis for group study, form the best nucleus for adult classes. "Members of these bodies are potential students; they are easier to approach, because they are grouped together, than individuals outside the orbit of organised activities; they possess a social interest which is known and which will ordinarily provide a starting point for educational work. *The existence of voluntary bodies, therefore, simplifies enormously the task of stimulating and focussing intellectual interests.*" (*p.* 114.)

Particularly important are the activities of those **voluntary agencies which are primarily educational**; for as the Committee observe, they "perform an essential service in stimulating, organising, and assisting educational efforts both amongst individuals and associations. The method of the university or Local Education Authority is usually to make an announcement as to educational facilities, which may or may not be widely published. This necessarily perfunctory procedure is not likely to touch more than the fringe of the public which might take advantage of such facilities. In the majority of people the desire for education is latent, and requires to be aroused. **To bring a group of students into existence is work which voluntary educational agencies are admirably fitted to perform. It is work of a missionary character, requiring special knowledge and a special organisation.** These bodies open up new sources from which students may be drawn; they prepare the ground; they stimulate the demand for education; they ascertain the needs of students, and bring together those with similar interests and tastes; they arrange for the

type of class which in the circumstances is most suitable. They consult the students on all matters connected with the organisation and conduct of the class. They infuse into it a corporate spirit. The students organised by voluntary agencies conduct the internal affairs of the class and become responsible for its success. In this way freedom and responsibility are combined. Moreover, voluntary educational movements are able to bring groups of students in the same and even in different towns into touch with each other by means of common discussions, week-end lecture schools and social functions. Students by these means become associated with others enjoying the same interests and come to realise that they are identified with a wider movement than membership of a class would otherwise appear to involve." (*pp.* 114-115.)

Voluntary agencies, however, do not confine themselves to the organisation of educational work; they **provide facilities for students.** It has been customary for them to meet the demand for education by providing classes, study circles, conferences and courses of lectures. Many organisations carry on a considerable volume of activity of a less systematic character. Much of the work of voluntary organisations is of a kind which could not well be carried on by Local Authorities; yet it provides valuable elements in any comprehensive system of adult education.

The Committee plead for the assistance of Local Authorities in the development of facilities for **young adults over the age of 18.** "Hitherto," they say, **"voluntary associations have not given any special consideration to this class of student, but we feel that they have before them large opportunities of pioneer work, such as they have performed in the past in the case of older students."** (*p.* 116.)

In conclusion, the Committee urge that **voluntary agencies must be regarded "as an integral part of the fabric of national education,** in order to give spontaneity and variety to the work, and to keep organised educational facilities responsive to the ever-widening needs of the human mind and spirit." (*p.* 116.)

II.

THE STATE AND ADULT EDUCATION.

It has already been pointed out that the programme of the Adult Education Committee will necessitate an increasing expenditure. The Committee frankly state that "the extension of adult education is bound up with the provision of adequate financial support from public sources which will make education possible for all, irrespective of their financial position." (*p.* 117.) It is admitted, however, "that before the State supports education, it must satisfy itself that the education is serious and continuous, and, because of its quality, worth supporting." (*p.* 118.) This clearly means that **public assistance involves some degree of supervision.** "In practice, the State lays down certain conditions which the students must comply with as a guarantee of good faith and seriousness, *e.g.*, regular attendance, punctuality and the writing of essays. In addition, the State may establish a system of inspection." (*p.* 118.) Inspection and the fulfilment of reasonable conditions need not, however, interfere with the intellectual freedom of either students or teachers. "The general tradition of this country, at least so far as adult education is concerned, is that the State should aid education, but that it should leave wide powers of self-organisation to those whom it aids. This tradition, though it does not make for administrative symmetry, is, we believe, a sound one." (*p.* 118.) In the opinion of the Committee, **the State must rely upon the same safeguards in the future as in the past. It must require evidence of solid and continuous study and competent teaching.** Where this is assured, State aid should be forthcoming.

"The State should not, in our opinion, refuse financial support to institutions, colleges and classes, merely on the ground that they have a particular "atmosphere," or appeal specially to students of this type or that. All that it ought to ask is that they be concerned with serious study. It is said in criticism of this view, that the adult educational work of sectarian bodies ought not to be subsidised out of public funds. We do not agree; in our judgment, whether the

State ought to help such education depends upon the quality of the work, and not upon the institution which conducts it." (*p.* 118.) The Committee summarise their view on this question as follows:—"**We would plead . . . for a very broad and liberal interpretation of what is meant by adult education, and urge that the conditions of eligibility for financial assistance should be such as to include as many different kinds of educational effort as possible.** The practical application of this policy would be that various collegiate or semi-collegiate institutions would become eligible for grants, provided they satisfied the central authority as to the quality of their educational work, and that any group of students who comply with the conditions as to attendance, paper work, etc., and are open to inspection, would know that they could earn a grant." (*p.* 119.)

Under the heading of "The State and Adult Education," the Committee discuss the question of education in H. M. Forces, and strongly urge that "education should continue to be made on an ample scale, and that **educational training should form an integral part of the daily life of members of the Forces of the Crown.**" (*p.* 120.) In such education adequate provision should be made for **non-vocational studies,** and every effort should be made to ensure **freedom of teaching and discussion.** The Committee suggest that "the Army and the Air Force would both benefit in their educational work by **co-operation with voluntary educational organisations**" (*p.* 121), and it is hoped that a quasi-official organisation will be established under the supervision of the Board of Education and the Scottish Education Department, to put men on leaving the Forces in touch with educational agencies, to which they may look for help on their return to civil life.

III.

THE SUPPLY OF TEACHERS.

(*a*) Status and Remuneration.

With the growth of adult education, the provision of teachers has become a serious question. The teacher of adult classes requires both intellectual qualifications and a sympathetic

personality. His work is not merely to lecture, but to give time and energy to promoting a temper of comradeship and mutual helpfulness among the members of his class. Whilst it is not possible to devise a system which will develop the necessary personal qualities in teachers of adult classes, it is possible, and vitally necessary, to provide opportunities for study, which will supply them with the necessary intellectual background.

"Unless adult education is to be seriously crippled **the supply of teachers must be largely increased** in the near future. **Their status must be raised and their remuneration must be increased...** The possibilities of adult education are only beginning to be understood. If they are to be seized and developed, the number of teachers must not simply be what it was in 1913-14. It must be many times greater. Above all, the number of full-time teachers, who make the teaching of adult classes their main interest, must be largely increased." (p. 127.)

As regards extra-mural university education, the Committee express **the desirability of increasing the number of tutors for the special work of teaching tutorial classes,** though it is not suggested that teachers engaged in other professional occupations should not continue to be employed on this work. But the need for full-time tutors is vital.

In the second place it is urged that **the remuneration of tutors should be increased.** "At the present time, it is possible for a tutor teaching four classes and giving his whole time to the work to be in receipt of an income of no more than £240, which as long as he remains a tutor, he has no hope of increasing except from other sources. Such a salary was inadequate before the war, and has been rendered doubly inadequate to-day by the rise in prices which has taken place in the last four years." (*p.* 131.) A minimum fee per class per session of not less than £80 is suggested with an additional payment of travelling expenses. "In the event of a tutor being prevented by illness from taking his classes, he should, like other members of the university staff, be paid by the university employing him. Women tutors should be paid the same salaries and offered the same conditions of employment as men." (*p.* 131.)

Thirdly, the Committee feel that "an attempt should be made to give additional security to the position of full-time tutorial class teachers by paying such teachers of three or more years' experience a fixed annual salary, instead of a fee for each class which is taught." (*p.* 131.) "The essential points" say the Committee "are two; first, that **tutors who are employed full-time should be paid a fixed salary,** and not merely a fee per class; and, secondly, that **the salary should advance as their experience increases,** and should reach the sum of not less than £500 within a reasonable time. (*p.* 132.)

The Committee think it important that tutorial class teachers should usually combine some intra-mural university work with the teaching of tutorial classes, though it is equally important that the work of these tutors should be arranged in such a way that they shall not be overburdened.

The preceding proposals are concerned primarily with the position of tutorial class teachers. "But," say the Committee, "much of what has been said of them **applies in principle to other classes of persons engaged in educational work among adults,** in particular to many of those teaching shorter classes, and to university extension lecturers."—(*p.* 133).

As regards **one-year classes** the variety of type and standard of work obtaining in them are very great. It is suggested that for one year classes conducted under university auspices, not less than £40 should be paid to the tutor, "and, in general, *the emoluments of the teachers should be related to the demands their classes make upon them.*"—(*p.* 134).

(*b*) METHODS OF INCREASING THE SUPPLY OF TEACHERS.

The Committee make proposals for increasing the supply of teachers. It is urged that efforts should be made to attract into the work of adult education **an increasing number of university graduates of the right type.** But it is equally important to enlarge the number of teachers from other sources, and systematic efforts should be made to offer **special opportunities for study and training to tutorial class and other similar students in preparation for teaching work.** This can be done by University Joint Committees, establishing *special classes for the purpose,* and *by utilising summer schools as places of study and training of prospective or actual teachers of adult classes.* Moreover, there should be *increased facilities for students who have shown special capacity for teaching, to take an intra-mural course of study at a university or collegiate institution.* The Committee have no doubt that developments on these lines would have the effect of adding considerably to the number of persons qualified to do effective teaching work among adults.

The less systematic forms of education are a special province of the volunteer, "and with every increase in the extent of adult education, and with a clearer appreciation of its scope and possibilities, an ever increasing number of voluntary workers will be forthcoming."—(*p.* 140).

CHAPTER VI.

I.

THE DEVELOPMENT OF RURAL EDUCATION.

The development of adult education in rural districts gives rise to special problems. As was shown in the First Interim Report of the Committee, we cannot divorce the consideration of education from prevailing social and economic conditions. "The conditions of rural life and society have, on the whole," write the Committee in the Final Report, "retarded rather than assisted the growth of educational interests in the country. *Until there is a great rural revival under the impetus of new ideals, adult education will never rise to its possibilities.* On the other hand, the growth of a new rural culture and civilisation is inextricably interwoven with, and largely dependent upon, the spread of education."—(*p.* 141).

"The revival of the manifold economic activities of the countryside, the establishment of new economic opportunities, the land question, the efficiency of agriculture, the housing of the rural population, and many other complicated but fundamental questions" are involved. The Committee single out for special mention as having a direct bearing on the development of adult education in the countryside, "the urgency of dealing with rural housing," the improvement of transport, the provision of suitable meeting places, and the establishment of libraries and museums.

(a) HOUSING.

As regards the provision of better housing, there is general agreement that the moral and psychological effects "would be profound." "A more immediate result would be that it would be practicable for small study circles to meet in the homes of students under less formal, and, therefore, more advantageous conditions than is the case where a group meets in a school. . . . . The rural student would, moreover, be better able to pursue his studies than is possible in existing circumstances in the small and overcrowded cottages of the countryside."—(*p.* 141).

(b) TRANSPORT.

Transport difficulties are an almost insuperable obstacle in the way of the co-ordination and development of rural education. "The hope lies," in the opinion of the Committee, "in the recognition of the country market town as the natural centre for the surrounding villages, and the gradual development of transport facilities radiating from the market towns."—(*p.* 141).

(c) VILLAGE INSTITUTES.

The establishment of village institutes is essential. "The rural problem, from whatever point of view it is regarded—economic, social or political—is essentially a problem of recreating the rural community, of developing new social traditions and a new culture. **The great need is for a living nucleus of communal activity in the village, which will be a centre from which radiate the influences of different forms of corporate effort, and to which people are attracted to find the satisfaction of their social and intellectual needs. We conceive this nucleus to be a village institute, under full public control.**"—(*pp.* 142-143). "The institute should be the headquarters of organised local activities of all kinds. *Trade Union branches, friendly societies, pig clubs and bee clubs, and agricultural and horticultural societies of one sort and another, adult schools and classes arranged by voluntary organisations, women's institutes, schools for mothers, chess clubs and so forth should be encouraged to use the institutes; and one or more rooms, as may be necessary, should be provided for the purposes of their meetings.* The institute should contain *a hall large enough for dances, cinema shows, concerts, plays, public lectures and exhibitions.* At the institute there should be *a public library and local museum.* If arrangements can be made for *games and sports*, so much the better. The institute, in a word, should be a centre of educational, social and recreational activity."—(*p.* 143).

The Committee felt that the provision of village institutes depends upon very substantial grants in aid from the State to meet the initial capital expenditure. It is suggested, however, that once such institutes are set up, they would be self-supporting. The Committee recommend that **" the State should make a grant-in-aid, as and when the demand arises, to parish or rural district councils, through the county councils, in respect of capital expenditure, amounting to 90 per cent. of the total cost.** The remaining 10 per cent. should be raised locally. The total cost to the State of such a scheme for Great Britain might amount to £5,000,000, or even more."—(*p.* 144).

(d) Libraries and Museums.

Another urgent need of country districts is the extension of public libraries and museums. In this connection the Committee recommended in their Third Interim Report that **County Education Authorities should undertake the establishment and control of public libraries and museums within the area.** " With the establishment of village institutes and the provision of public libraries and museums in the rural areas," say the Committee, in their Final Report, " we should have laid the foundations for an ever-increasing volume of educational activity."—(*p.* 146).

(e) Educational Facilities.

The character of the educational work which is carried on in rural areas should be adapted to the needs of the students as regards both subject matter and method of treatment. So far as class work is concerned, the Committee think it may " be found necessary to devise a winter session shorter than that which has been adopted in the towns, and **the normal winter class might well be of 20 weeks' duration."**—(*p.* 146) ; and, moreover, the Committee say " we are inclined to think that there should be some half-way house between the one-year class and the tutorial class meeting for three winters of 24 meetings each. **A modified university tutorial class meeting for twenty weeks during two consecutive winters** might be found to meet a real need in rural districts."—(*p.* 146).

" Whilst it is important that study circles and classes should, as far as possible, be arranged in every village, such a network of activity would by no means fully meet the needs of rural areas. It is desirable that **the market towns and larger villages should become the centres of educational activity,** and that **classes, week-end conferences, exhibitions, etc., should be arranged in them with the co-operation of the surrounding villages.** It is in these rather large centres of population that we may expect tutorial classes, or the modified form of tutorial classes suggested above, to be held."—(*p.* 147).

As village work develops, **resident organisers will be essential** to carry on the administrative work involved in linking together the various villages and to assist in teaching. The Committee do not regard this solution as satisfactory, and desire to see, in addition to organisers, **the appointment of resident tutors, and the development of de-centralised university extra-mural education,** such as they have suggested for the towns. **Summer schools and summer meetings** which may, of course, extend to the winter months, must form an integral part of the general scheme. " No doubt, federated groups of students will desire to make arrangements for week-end lecture schools, and *it is worth considering whether the tutorial class summer schools might not occasionally make their headquarters in a rural district,* to the mutual advantage of both town and rural students. It is also desirable that the *Summer courses arranged for teachers and others in agriculture and kindred subjects should be widened in their scope to include the study of the many social and economic problems connected with rural life,* and subjects of wider application such as literature, general history and philosophy."—(*p.* 147).

The Committee also hope to see established **residential colleges** of a non-vocational kind. It is suggested that the difficulties in the way of rural continuation schools

" might be overcome at least in some districts by **the establishment of residential continuation schools in rural areas,** where the pupils could go into continuous residence for three months. These schools would in the six winter months, take

in two relays of continuation school students. With but little additional expense, **the schools might be utilised for young adults and adult students as a residential college during the winter months.** The continuation school staff would be able to give some of their time to the adult students in residence, though it would be desirable to have a responsible tutor concerned entirely with the older pupils. . . . . Experience would show whether there was sufficient demand for residential colleges of the Danish High School type, which is what we have in mind, to justify the separate establishment of non-vocational colleges. These residential centres would be fully occupied during the winter months by rural students of one kind or another. During the summer months, they would be available for special courses for teachers, and for summer schools arranged under the auspices of the increasing number of organisations which conduct summer schools."—(*p.* 148).

The development of adult education in rural districts will necessitate considerable expenditure, as *the cost of educational provision and organisation in country areas is higher than in the towns.*

" There is a strong case," say the Committee, " so far as rural education is concerned, for **more generous State grants and more elastic regulations.** *These grants should, we think, bear some relation to the difficulties and special circumstances obtaining in rural areas. Definite encouragement should be given to experimental educational work in country districts, and special grants-in-aid paid by the Central Departments.* So much of the work now carried on is primarily experimental in character that a special grant is therefore justifiable. So far as **Local Education Authorities** are concerned, we would suggest that *the most fruitful results would be obtained if they gave financial assistance in aid of the direct educational work of voluntary organisations rather than undertook any large development of their own classes.* . . . We would further suggest that the *payment of railway fares* which Local Education

Authorities already make in the case of secondary school and other pupils, should be extended *to adult students travelling some distance to attend classes.* In view of the increased financial assistance to Local Authorities which is now forthcoming from the State, it is to be expected that County Authorities will give active and substantial help to adult education within their areas." (*pp.* 148-9.)

II.

TECHNICAL EDUCATION AND HUMANE STUDIES.

The Committee, in their terms of reference, were charged to deal with adult non-vocational education; but as it was difficult to avoid an appearance of clear-cut division between vocational and non-vocational education, it was felt to be desirable to consider technical studies in relation to the wider aspects of education. In modern times, the course of industrial development and the introduction of mechanical appliances has robbed workshop training of much of its completeness and thoroughness, and of the inspiration of creative craftsmanship. Hence, the growth of technical education in order to correct the narrow experience of the workshop, by providing the general view and a knowledge of the principles underlying processes and methods.

" One result of modern developments in industry has been, at least in certain trades, to supersede the need for long apprenticeship which has survived from mediæval times. Another even more important result has been the tendency towards specialisation and the division of labour. . . . Moreover the development of the distributive and transport industries, which have attained an importance unknown in earlier times, has led to the rise of large classes of workers, most of whom require no lengthy training for the efficient performance of their duties." (*pp.* 149-150.)

The conclusion of the Committee is " that for a very considerable proportion of people in the country—indeed, we would say for a majority—a sustained and lengthy technical education is unnecessary. In a large number of cases,

specialised instruction for a short period may be advantageous. On the other hand, the need for highly skilled workers will not diminish in the future; on the contrary, we think that it will become more and more imperative in the great staple industries. . . . **Technical education must always be a necessary and important part of a national system of education; but, unlike general or humane education, it is not a universal need.**" (*p.* 150.)

In the opinion of the Committee, much of the technical instruction given at the present time would be altogether unnecessary if there were a higher standard of general education. One of the defects urged against vocational education is that "not more than five per cent. of the pupils enrolled for certain kinds of technical instruction can ever find posts for which their special training would be necessary. . . . A goodly number of such students might, with greater wisdom, have pursued their studies in other directions." (*p.* 150.)

> "It is unfortunate that technical education has only too often defeated its own object by the narrowness with which it has been conceived and carried out. It has been frequently illiberal in its spirit, and too closely confined in its scope. In consequence, technical instruction has not become the powerful educational force it might have been, and in aiming too exclusively at increasing the economic efficiency of the producer it has not achieved this object with complete success; because technical efficiency is primarily dependent on qualities requiring for their growth opportunities of expression which cannot be adequately provided within the range of purely technical or, indeed, of scientific studies. This narrowness of aim, this concentration on purely economic considerations, is seen reflected in the mass of students themselves, who cannot escape from the prevailing atmosphere, and whose sole motive for attending vocational classes is usually a desire for immediate economic betterment—a perfectly laudable motive in itself. Unfortunately, it has led to impatience on their part with any kind of subject, which does not seem to be intimately connected with this limited end." (*pp.* 150-151.)

There can be no doubt that technical education labours under the suspicion that it is dominated by the purpose which has dominated industry. "Technical education is conceived as a means of improving economic efficiency in the interests of private gain." (*p.* 151.)

The Committee regard it as **impossible "to obliterate the artificial distinction between technical and non-technical studies unless there is a profound change in the motive and spirit of industry.** The economic life of a community is one of its fundamental social activities, inseparably connected with its other social activities. It exists for a public purpose, and that purpose should govern its outlook, its spirit and its organisation. It is not for us to elaborate this view," write the Committee, "but it seems to us clear that, *until industry is clearly conceived as a vast organisation of co-operative effort, one of the essentials of a sound system of technical education is lacking.*" (*p.* 151.)

"It is desirable, therefore, that efforts should be made to reinterpret the meaning and purpose of technical education. Such a reinterpretation would react upon industry itself, and assist the further development of vocational studies. We are anxious that technical instruction should become a medium of humane education." (*p.* 152.) Humane education does not postulate the pursuit of certain definite studies to the exclusion of others. "But it is known by its aims and methods and the spirit in which they are pursued. *Vocational instruction ought to be part of general education, differing not in kind, but only in the medium through which the powers of the pupil are stimulated and strengthened.*" (*p.* 152.)

The Committee suggest the further **development of the study of pure sciences, and the broadening of technical instruction** by the inclusion of studies "which will enable the student to relate his own occupation to the industry of which it is a part, to appreciate the place of that industry in the economic life of the nation and the world, and to interpret the economic life of the community in terms of social values. In other words, *a complete system of technical education would include economic history, economics and sociology.*" (*p.* 152.)

The Committee, however, go further than this, and declare that in order to destroy the sharp demarcation between technical and non-technical studies, it is essential that the **technical student should also pursue studies but remotely connected with his vocational training.** It is equally important that technical education should not be confined to attendance at classes and courses of lectures. It should also aim at **the development of the collegiate atmosphere and spirit.** "A great part of the vocational education in this country has undoubtedly suffered because the student has been conceived primarily as an individual pursuing a vocational purpose, and not as a member of a community of students with an *esprit de corps* and corporate activities of its own." (*p.* 153.)

It has already been pointed out that technical education is not a universal need. There is, therefore, little to be gained by attempting to swell the numbers of technical students by bringing within the ambit of technical education pupils for whom it is not appropriate. "The great need," say the Committee, "is to **provide the finest and most inspiring technical education for those who have need of it, and to encourage other forms of education amongst those whose occupations call for no specialised training.** Amongst these other forms we include all kinds of craftsmanship. . . . At this point, and also in regard to economic and allied studies, technical and non-technical education will in the future overlap. *In a better social order, with a nobler conception of industry and a broader view of the meaning and purpose of education, there would be a considerable amount of common ground which was within the sphere of both technical and non-technical education.*" (*p.* 153.)

"In the meantime, however, technical education is inspired by aims different from the motives which lie behind non-vocational education. The extension of the former will not supersede the need for the latter. There is, we think, a special importance attaching to humane education at the present time. We do not wish to underrate the value of increased technical efficiency or the desirability of increasing productivity; but we believe that a short-sighted insistence upon these things

will defeat its object. We wish to emphasise the necessity for a great development of non-technical studies, partly because we think that it would assist the growth of a truer conception of technical education, but more especially because it seems to us vital to provide the fullest opportunities for personal development and for the realisation of a higher standard of citizenship." (*p.* 153.)

III.

THE ORGANISATION AND FINANCE OF ADULT EDUCATION.

The general organisation which is contemplated by the Adult Education Committee is based upon the need for making the fullest possible use of educational institutions and educational authorities; and upon the equally important need of allowing the widest opportunities for the development of the activities of voluntary agencies. The proposals made by the Committee with regard to the establishment of extra-mural departments of universities, and of Adult Education Joint Committees, have already been explained. It is desired that voluntary educational organisations will make the utmost use of the services which these forms of organisation will be able to offer. On the other hand, it is hoped that voluntary bodies will not merely continue, but largely increase, their present activities. These developments, however, assume that larger financial resources will be available for adult education.

(a) University Education.

(1) Tutorial Classes.

However desirable State aid may be, it is equally desirable that it should not entirely supersede university expenditure on these classes. In considering the financial side of tutorial class work, we must

"differentiate between the older universities and the newer universities because of the different sources of origin of

their incomes. A considerable proportion of the incomes of the newer universities, is derived from public sources, whether from the State or from Local Authorities. These funds are devoted to the general work of the universities, and it is argued that they cannot well be ear-marked by the universities themselves for the particular purpose of tutorial classes, as tutorial classes are already aided out of public funds. In the case of the older universities, their incomes are derived to a much greater extent from their endowments. Then, further, there are differences in the cost of organisation of tutorial classes. The classes organised by the newer universities are concentrated in relatively small areas, and the organising and travelling expenses are relatively small. In the case of the older universities, however, the classes cover a wide area and the expenses are therefore much higher. Taking these matters into consideration, and also having regard to the importance of viewing as a whole the tutorial class work undertaken by each university, we suggest that **the Board of Education grant should be paid in two parts."** (*p.* 160.)

At present, the maximum annual grant payable to tutorial classes amounts to "£45 per year, or three-quarters of the fee, exclusive of travelling and similar expenses paid to the tutor, whichever may be the less." The Committee propose that **" there should be a grant per class amounting to 50 per cent of the tutor's salary as approved by the Board of Education.** It should not be limited, as is the case at present, to a maximum of £45." (*p.* 160.) Secondly, it is suggested that **" there should be an additional block grant of a maximum of 25 per cent. of the total cost of the salaries of the tutors employed by the university."** (*p.* 160.)

The reason for suggesting this supplementary or block grant is that it would enable the State department to review the work of each Tutorial Class Committee as a whole. It is in the payment of this grant that the Committee suggest making a distinction between the older and the newer universities.

" In the case of the newer universities, the amount of contributions demanded from local centres, whether by Local Authorities or otherwise, should be taken into account in assessing the supplementary grant. Otherwise, it is conceivable that by increasing the amount required as a local contribution, a university might be relieved of the necessity of itself contributing at all towards the cost of its classes. It is suggested, therefore, that **one of the conditions on which the block grant should be obtainable is that the local contribution demanded by the university committee, whether provided by Local Education Authorities or otherwise, should not exceed £15 per class. The older universities, on the other hand, should be required to contribute a definite percentage of the cost of tutorial classes as a condition of receiving the block grant.** What this percentage should be would need to be carefully determined after a consideration of the present financial position. Apart from that, grants in respect of tutorial classes should be paid on the same basis as in the case of the newer universities, except that no condition should be attached with regard to the local contribution." (*pp.* 160-1.)

(2) EXTENSION LECTURES.

At present, university extension lectures may receive a small grant from the Board of Education under the Regulations for Technical Schools, but, generally speaking, though in some places Local Authorities have contributed towards the cost of university extension courses, they had to be made self-supporting. This has often necessitated charging relatively high fees, or, alternatively, attracting very large audiences It is suggested that *grants should be payable by the State to university extension courses,*

" *provided that the lectures form a continuous course consisting ordinarily of ten or more lectures, and also that adequate arrangements are made for class work. Courses of six lectures should be recognised for grants where they are pioneer courses or lectures of a specialised and advanced character.* As in the case of university tutorial classes, the grant should be

payable in two parts. **There should be a maximum grant per course amounting to 25 per cent. of the lecturer's fee and, in addition, a maximum block grant payable on the work of the extension lectures committee as a whole amounting to 20 per cent. of the total cost of the lecturer's fees.** The block grant should have regard (1) to the range of subjects covered by university extension lectures, (2) to the opportunities provided for various classes of the community to attend the lecture courses, and (3) to the distribution of courses in the districts covered by the operations of the committee. The last mentioned provision would prevent committees from devoting too much attention to districts where large audiences are probable and neglecting those districts where, in the nature of things, the audiences must necessarily be small." (*p.* 161.)

(3) SUMMER SCHOOLS AND MEETINGS.

Whilst grants are at present paid to tutorial class summer schools, they are not paid in respect of extension meetings. "It is suggested that in the case of **summer schools**, *a grant should be paid*, as at present, independently of the grant paid in respect of tutorial classes. It should continue to be assessed on the same lines, viz., *after inspection by the State, and taking into consideration the standard of the work done, the amount of individual tuition, the number and standing of the students, the number and qualifications of the tutors and the fees paid to them.* So far as **extension meetings** are concerned, *a block grant should be paid after inspection by the State, based on the numbers attending, the amount and quality of the work done, and the provision of class work.* The grant payable should bear some relation to the grants proposed for university extension courses." (*p.* 162.) *As regards both schools and extension meetings, arrangements should be made for the admission of well qualified students, who have attended, say, one-year classes, provided by the Adult Education Joint Committees proposed above.*

Summer schools and meetings are now developing rapidly **under other than university auspices,** and will probably continue

to grow in the future. Whilst the Committee feel that they **should be eligible for grant,** they do not feel able to lay down, in any detail, a basis of scale of grants. It is clear, however, that financial assistance from the State must depend upon the seriousness of study, the members attending, the quality of the work, the number and qualifications of the tutors, and the fees paid to them.

(b) NON-UNIVERSITY EDUCATION.

(1) ONE-YEAR CLASSES.

The problem of finance as regards non-university education relates mainly to one-year classes. It is clear that the Adult Education Joint Committees which the Committee propose will not cover the ground. Where such committees do not exist, and perhaps in other exceptional circumstances, the Local Authorities will arrange and conduct their own one-year classes in non-vocational subjects. "Voluntary organisations, which in the past have conducted one-year classes eligible for grant, will, if our proposals are adopted, concentrate their attention, so far as one-year grant-earning classes are concerned, upon areas in which no adult Education Joint Committee exists, and **in such cases, voluntary bodies should receive grants from the State."** (*p.* 166.)

The suggestion of the Committee is that "these classes should be assessed for grant together with the adult classes arranged and conducted by the Local Authority, and that the Central Authority should divide the block grant between the voluntary organisation or organisations concerned, and the Local Education Authority." (*p.* 166.)

In the case of university tutorial classes and extension lecture courses, the grants proposed are based upon the salary paid to the teacher, as the chief item of expenditure. The Committee suggest that the same principle should be applied to one-year classes.

"In the case of one-year classes provided by the extra-mural university authority a maximum grant of 50 per cent. of the approved salary of the tutor should be paid per class, whilst the block grant of 25 per cent. of the sum total of

tutors' salaries suggested above should include that percentage of the total salaries of tutors of one-year classes. A similar grant should be payable in respect of one-year classes provided by the Adult Education Joint Committee, *viz.* **:**

(1) A maximum grant per class of 50 per cent. of the tutor's salary.

(2) A maximum block grant of 25 per cent. of the total cost of tutors' salaries.

In an area where the Local Education Authority and an Adult Education Joint Committee (or a voluntary body, in the absence of a Joint Committee) both conduct one-year classes, the above arrangements should hold, the Central Department allocating to each agency concerned its proportion of the total grant." (*p.* 166.)

(2) COLLEGIATE INSTITUTIONS.

There are now a number of collegiate institutions whose only possibility of obtaining public aid would be in respect of individual classes. But, clearly, such institutions may be much more than aggregations of classes, and it was felt to be desirable to make special provision for the payment of State grants to them. Collegiate institutions, the number of which the Committee hope will be largely increased in the future, **" should be eligible for a block grant from the State based upon the work of the institution judged as a whole, provided they fulfil the necessary requirements as regards educational efficiency."** (*p.* 166.)

(3) RURAL EDUCATION.

It has already been pointed out that there is a strong case, so far as rural education is concerned, for more generous State grants and more elastic regulations. **" Exchequer grants should have regard to the difficulties and special circumstances obtaining in rural areas, and we think that the Central Department should make special grants in aid of experimental educational work in rural areas."** (*p.* 167.)

Printed by British Periodicals Limited, Gough House, Gough Square, Fleet Street, E.C.4

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